



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: November 11, 2008

TO: Mayor and Councilmembers

FROM: Planning Division, Community Development Department and Public Works Department

SUBJECT: Upper State Street Study Implementation

RECOMMENDATION:

That Council concur with the recommendations of the City Council Finance Committee and staff to postpone the full scope of implementation of the Upper State Street Study (Study) and, instead, to prepare a simplified guideline document based on the Study.

EXECUTIVE SUMMARY:

Community Development and Transportation Staff and Council have been working on a strategy to update the Upper State Street Guidelines since May, 2007. Since then, significant changes appear to have taken place in regards to the City budget, development patterns, and competing City project priorities. As a result, staff seeks Council's direction on appropriate programming for the implementation of the Upper State Street Study.

The options include:

1. Postpone Upper State Street Work, Focus on Finishing Existing Projects
2. Full Project Scope including transit study & Consultant Request for Proposal (RFP)
3. Reduced Project Scope for FY 2010
 - 3A. Form-Based Workshop & Committee – Upper State Street.
 - 3B. Form-Based Workshop & Committee – City-Wide Consideration.
4. Recommendation of the Finance Committee – Adopt Simplified Upper State Street Guidelines, Postpone Detailed Upper State Street Work, Focus on Finishing Existing Projects.

DISCUSSION:

Background

The Council approved the Upper State Street Study on May 8, 2007. On October 9, 2007, the Council considered a draft work program for implementing a number of recommendations from the Upper State Street Study, including new design guidelines and near term transportation improvements. Several members of Council expressed

concern that the work program would proceed without first considering a longer-term issue of potential dedicated transit lanes along the Upper State Street corridor. Therefore, Council directed that staff postpone its request for approval of the program and funding, and that a Request for Proposal (RFP) and scope of work for a dedicated transit lane feasibility study be initiated.

On January 29, 2008, the Council approved the RFP and scope of work. On June 10, 2008, Public Works staff held a discussion with the Finance Committee to identify the source(s) of funding to be used for the proposed study cost of approximately \$250,000. The Finance Committee expressed concerns regarding the costs and directed staff to consider phasing the study and reducing the costs.

Options

Public Works and Community Development staff have considered a number of options on how, when, and at what potential costs to proceed with both the design guidelines and transit lane study. Overall, it is staff's position that it makes sense to combine the efforts into one. Transit facilities are important elements of streetscape planning that would be part of the design guidelines using a form-based approach, as recommended in the Upper State Street Study. The scope of work for the transit lane study included a community design charrette to explore conceptual design parameters. Staff believes it makes sense to engage the public on the full streetscape and building design issues together, as it is the best recognized approach for new form-based code guidelines.

Staff believes the cost of the transit lane study could be reduced to approximately \$50,000 with the combined approach and with a good amount of City Transportation staff effort. Staff has considered how to reduce the scope, approach, and cost of the design guidelines as well. However, staff has concerns about both uncertainties in the City's financial condition, given economic trends, and the Planning Division workload. Therefore, staff presented three options to the Finance Committee to consider, with Finance Committee recommending a fourth option outlined below.

Option 1: Postpone Upper State Street Work, Focus on Finishing Existing Projects

- Staff recommends that the Council postpone the initiation of this new community planning effort, given the amount of other work currently underway.

Staff believes that the effort needed to complete existing assignments is significant, not only for staff, but also the review boards, community, and Council. Staff's position is that it is better at this point to focus on and finish more of what we have started than to take on new assignments. Further, many of the policies articulated in the Council-adopted Upper State Street Study can be implemented within the current project review framework, and as suggested by the Finance Committee in the new Option 4.

Also, as will be shown, the other options below would require appropriation of \$100,000 to \$350,000. With the current uncertainties of the City budget for FY10, staff cannot recommend such an expenditure of funds at this time.

Option 2: Full Project Scope & Consultant Request for Proposal (RFP)

It is important to consider the comprehensive scope of issues associated with new form-based guidelines as recommended in the Upper State Street Study (see Attachment 1). In October 2007, staff estimated that the cost of the guidelines would be approximately \$350,000 based on other somewhat similar projects (Chapala Street Guidelines, Cabrillo Blvd. RDA projects, and form-based studies undertaken by the County of Santa Barbara). If Council direction is to proceed with the guidelines, staff suggests that the scope be carefully reviewed and that an RFP be issued to determine the cost, as a first step.

As discussed above, staff suggests that this approach would include the transit lane feasibility study. The funding decision would still remain as to use of General Fund Reserves for all or part and/or use of Measure D funds for the transit portion.

Option 3: Reduced Project Scope for FY 2010

Sub-Option 3A. Form-Based Workshop & Committee – Upper State Street.

Sub-Option 3B. Form-Based Workshop & Committee – City-Wide Consideration.

This option has two parts. “Sub-Option 3A” is to continue to pursue the Upper State Street Guidelines for that specific area and “Sub-Option 3B” is to consider the potential benefits of form-based codes/overlays and/or design guidelines in the larger context of the Plan SB program. The potential for areas such as El Pueblo Viejo and surrounding downtown that may be a higher priority for form-based coding would be considered in Sub-Option 3B.

Option 4: Finance Committee Recommendation Simplified Guidelines

The Finance Committee discussion held on October 21, 2008, resulted in a motion to move forward with a simplified approach of taking key policy directions from the Upper State Street Study and placing them in a guideline document for use during project reviews. During the meeting the Finance Committee heard from Planning Commissioner John Jostes who suggested that although the staff and decision makers reference the study it would be more useful and carry more weight if it was adopted by Council as guidelines.

The Finance Committee and staff reviewed various statements from the study and agreed that a simple editing of the document could be done by staff with a minimal amount of effort and consultant funding would not be necessary. Finance Committee members expressed concerns about foreclosing future options for transit. Staff's response indicated that additional right of way would be protected under the guidelines

to preserve flexibility for future transportation alternatives, but could not guarantee the opportunity for full dedicated transit lanes. Part of the motion included direction that a dedicated transit lane feasibility study not be included in direction to staff.

Staff explained that the simplified guidelines would become a new workload item for the Design Review and Historic Preservation Program and that a schedule for the work to be done simply and quickly would be proposed for Council. Staff believes the drafting of guidelines could be completed in February 2009, with a public review scheduled for the Planning Commission and Architectural Board of Review also in February. Then the guidelines would be scheduled for Council review and adoption in March 2009.

Summary

There are a number of implementation actions that should be done to advance the important community design and circulation issues explored in the Upper State Street Study. Further, a number of the implementation actions such as form-based guidelines provide a good example and learning experience for how new policies in the Plan SB may be carried out in the future. Staff and the Finance Committee have each expressed concerns about funding these efforts, and use of reserves now or in the near future is not recommended from a prudent fiscal standpoint. Finance Committee and Staff agree that given all these considerations it is best to pursue Option 4 as explained above.

ATTACHMENT: Upper State Street Study – Improvement Measures Summary

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APPROVED BY: City Administrator's Office

Upper State Street Study SUMMARY OF IMPROVEMENT MEASURES

April 2007

A. GENERAL DIRECTION

1. **Summary Direction:** The following are overall guidance statements for the Upper State Street area:
 - a) Urban Design: Maintain and enhance the character of Upper State Street, including the public streetscape, open space, creeks, views, site design, and building aesthetics.
 - b) Transportation: Improve traffic, circulation, pedestrian and bicycle connectivity, and parking.
 - c) Longer-Term Future: Preserve longer-range future improvement opportunities.
2. **Improvement Measure:** Amend the Architectural Board of Review (ABR) Ordinance to incorporate the following:
Sound Community Planning, Compatibility, and Consistency with Design Guidelines. Require a design review finding of sound community planning, compatibility with the surrounding area, and project compliance with the *Upper State Street Area Design Guidelines* that references (1) Summary Direction statements above for Urban Design, Transportation, and Longer-Term Future, (2) Updated direction in the *Upper State Street Area Design Guidelines* addressing area identity and character, public streetscape, mountain views, open space, creeks, building setbacks, intersection traffic level of service, mid-block congestion, pedestrian/bicycle/ transit facilities, and parking; and (3) Summary Diagrams for Urban Design Improvements and Transportation Improvements. (*Architectural Board of Review Ordinance, Design Guidelines*)

B. URBAN DESIGN IMPROVEMENT MEASURES

1. **Corridor Identity and Character**
 - a. **Summary Direction:** Preserve and enhance the character of Upper State Street and its subareas and neighborhoods.
 - b. **Improvement Measures:** Amend S-D-2 Zone, *Upper State Street Area Design Guidelines*, and ABR Ordinance to incorporate the following guidance:
 - 1) Key Characteristics. Identify key characteristics that define the character and sense of place in the Upper State Street corridor, subareas, and neighborhoods. Include guidance on a range of architectural styles and materials appropriate within each subarea, to include more contemporary styles, and natural materials such as sandstone, stucco, and tile. (*S-D-2 Zone intent; Design Guidelines*).
 - 2) Activity Nodes. Develop activity nodes with public gathering places and distinctive visual features that create an animated pedestrian experience and provide street presence, a sense of place, and points of orientation breaking up the long corridor. Elements such as plazas, fountains, seating areas, passive open spaces, pocket parks, and view corridors could be incorporated. Potential locations for activity nodes are: La Cumbre and State Street, and Las Positas/ San Roque and State Street. (*Design Guidelines*)

- 3) Paseos. Incorporate pedestrian-scale paseos in new development to facilitate interaction and transportation connections between the commercial corridor and surrounding residential areas. (*Design Guidelines*)
- 4) Neighborhood Compatibility. Carefully review new development for compatibility with the surrounding subarea and neighborhood. Add more detailed compatibility criteria for residential uses, including separation and buffering between residential and commercial development, and landscaping requirements. (*Design Guidelines, ABR Ordinance*)

2. Public Streetscape

- a. **Summary Direction:** Improve the public streetscape and adjacent pedestrian connections.
- b. **Improvement Measures:** Enforce landscape requirements; amend *Upper State Street Area Design Guidelines* to incorporate guidance on the following issues, and include sidewalk improvements within the City capital improvement program.
 - 1) Development Design. Incorporate elements within site layout and building design to facilitate pedestrian activity and create a lively, pedestrian-friendly environment along the street. Elements may include: building entrances and outdoor activity spaces, landscaping, plazas, paseos, fountains, furniture, lighting, trash receptacles, etc. (*Design Guidelines*)
 - 2) Parking Placement. Review site plans carefully for parking lot placement to consider area conditions and potentially competing objectives for circulation and scenic views. Parking lots behind or next to buildings, and building entrances that are inviting from the street are generally preferable for circulation. Parking may be placed in the front of buildings if necessary to provide scenic view corridors or public viewing locations, with landscaping or other visual screening provided. (*Design Guidelines*)
 - 3) Landscaping. Incorporate landscaping at building frontages to improve the pedestrian environment aesthetically, and in parking lots to help screen automobiles and provide shade. (*Design Guidelines*)
 - 4) Pedestrian Buffers. Buffer pedestrian facilities from automobiles, particularly in locations where cars line commercial development and overhang the sidewalk. (*Design Guidelines*)
 - 5) Paseo Connections. Establish paseo connections between retail areas and residential neighborhoods where there are opportunities to do so; and consider public safety and maintenance issues in determining their locations and design. (*Design Guidelines*)
 - 6) Street Trees. In coordination with the Park and Recreation Commission and Department, identify appropriate street tree species with respect to pedestrian safety, sidewalk maintenance, and aesthetic considerations. (*Street Tree Master Plan, Design Guidelines*)
 - 7) Sidewalk Standards. Replace non-conforming sidewalks consistent with Pedestrian Master Plan standards. (*Design Guidelines, Capital Improvement Program*)
 - 8) Sidewalk In-Fill. Install missing sidewalk gaps when there are opportunities to do so. (*Design Guidelines, Capital Improvement Program*)

3. Mountain Views

- a. **Summary Direction:** Maintain or establish mountain view corridors and viewing locations wherever feasible.
- b. **Improvement Measures:** Amend the *Upper State Street Area Design Guidelines* to address the following:
 - 1) Building Height Limits. Retain current height limits for buildings in the S-D-2 Zone. (*Design Guidelines*)
 - 2) View Corridors. Protect and/or create view corridors when siting new buildings, parking, and streetscapes. (*Design Guidelines*)
 - 3) Step Buildings. Consider stepping upper stories back as one design solution to create view corridors. (*Design Guidelines*)
 - 4) Intersection Views. Protect views at corners that intersect with State Street. (*Design Guidelines*)
 - 5) Parking Placement. Parking may be placed in the front of buildings if necessary to provide scenic view corridors or public viewing locations, with landscaping or other visual screening of the parking provided. (*Design Guidelines*)
 - 6) Viewing Locations. Redevelopment of parking lots on the south side of State Street must include public viewing locations for scenic mountain views. (*Design Guidelines*)
 - 7) Landscaping and Trees. Provide appropriate designs and plant species within landscape plans to frame views but not substantially block them. (*Design Guidelines*)

4. Open Space

- a. **Summary Direction:** Maintain, enhance and create open space where feasible.
- b. **Improvement Measures:** Amend the *Upper State Street Area Design Guidelines* to address open space and plaza elements, and identify opportunities for public park locations as part of the General Plan Update process.
 - 1) Open Spaces and Parks. Create opportunities for private and public open spaces when siting development, including pocket parks, passive open spaces, and landscaping. Recognize various populations that have park needs, including all ages, and both residents and persons that come to shop or recreate (examples include tot lots, skate parks, and dog walking areas). (*Design Guidelines*)
 - 2) Plaza Elements. Incorporate plaza elements as a part of development to establish street presence and a sense of open space, such as plazas, paseos, pedestrian resting areas, and bulb-outs for bus waiting areas. (*Design Guidelines*)
 - 3) Public Parks and Open Spaces. Identify locations and opportunities to establish public parks and open spaces, including potentially at La Cumbre Plaza and the Army Reserve Building sites. (*General Plan Update*)

5. Creeks

- a. **Summary Direction:** Protect and enhance San Roque and Arroyo Burro Creeks.
- b. **Improvement Measures:** Amend the *Upper State Street Area Design Guidelines* to address the following:
 - 1) Creek Protection. Restore creek areas; reduce impervious surfaces; increase creek buffers and building setbacks from creeks; and establish use of water quality best

management practices, native plants, and integrated pest management near creeks. (*Design Guidelines*)

- 2) Development Orientation. Orient development to face the creeks as well as toward State Street within the commercial/mixed use corridor to better incorporate creeks as part of the landscape and public open space. Examples include outdoor dining areas, residential open spaces or balconies facing creeks, trail connections, and landscaped creek buffers. (*Design Guidelines*)
- 3) Creekside Paths. Establish creekside pedestrian paths within the commercial corridor where appropriate, to improve circulation, increase connectivity between the commercial corridor and residential areas, and public awareness of creeks. (*Design Guidelines*)
- 4) Street Presence. Establish better street presence of creek locations on State Street to increase public awareness of creeks, and provide points of orientation and identity along State Street. Examples of measures include pocket parks and signage to delineate creek and trail locations. (*Design Guidelines; Capital improvement program*)

6. Building Setbacks

- a. **Summary Direction:** Reaffirm the existing S-D-2 zone building setback requirements, and provide clarifications for their application.
- b. **Improvement Measures:** Amend S-D-2 Zone and *Upper State Street Area Design Guidelines* to address the following:
 - 1) Setback Measurement. Clarify that building setback standards are measured from the back of dedications for sidewalks or other public rights-of-way. (*S-D-2 Zone and Design Guidelines*)
 - 2) Site Plan Variations. Identify typical types of site plan lay-outs that are encouraged and discouraged. (*Design Guidelines*)
 - 3) Building Dimensions and Spacing Requirements. Identify maximum building depths and minimum spacing requirements between adjacent two- and three-story buildings. (*S-D-2 Zone and Design Guidelines*)
 - 4) Eastern Subarea Setbacks. For locations with small lot sizes, ample sidewalks, and a historical development pattern with minimal setbacks, allow consideration of modifications for setbacks of less than the standard S-D-2 setback for one-story structures or the first story of multiple-story structures. (*Design Guidelines*)
 - 5) Variable Setback Approach. Study a variable setback approach based on structural volume as a potential development evaluation metric. (*Design Guidelines*)

7. Building Size

- a. **Summary Direction:** Encourage variation of building sizes, and require the height, bulk, mass and scale of buildings to be compatible within the context of respective blocks and subareas, proportional to parcel size, and consistent with the Upper State Street Area Design Guidelines, as amended.
- b. **Improvement Measures:** Amend *Upper State Street Area Design Guidelines*, Neighborhood Compatibility Section to incorporate the following:
 - 1) Compatibility Findings. Strengthen and enforce specific provisions that development be found compatible within the context of the block, neighborhood, and subarea. (*Design Guidelines*)

Summary of Improvement Measures

- 2) Form-Based Guidelines. Incorporate form-based guidelines to provide direction for visual aspects and appropriate form and scale of development in each subarea within the range of development permitted under zoning. Guidelines would address the relationship between building facades and public spaces, and the form and mass of buildings in relation to one another. Examples are building height and bulk, façade treatments, the location of parking, street wall heights, commercial or mixed use designs where courtyards are proposed and parking is underground, etc. Guidelines would emphasize use of graphics and photos to explain application of zoning requirements. (*Design Guidelines*)
- 3) Taller Buildings Criteria. Identify characteristics where taller buildings can be appropriate for a site and criteria for their evaluation, including scale, proportion, and character of existing development within the surrounding subarea. (*Design Guidelines*)
- 4) Floor Area Ratio. Include a Floor Area Ratio (FAR) measure using net land area as one metric for evaluating development projects. (*Design Guidelines*)
- 5) Building Size Calculation. Provide clarification that when calculating allowable floor area for 3-story buildings under S-D-2 zone provisions, the calculation is to assume all improvements would be provided aboveground. Placing parking underground does not create the ability to increase the building floor area.

C. TRANSPORTATION RECOMMENDATIONS

1. Traffic Signal/ Intersection Level of Service Improvements

- a. **Summary Direction:** Maintain or improve vehicle traffic flow and intersection service levels along Upper State Street.
- b. **Improvement Measures:** Implement the following improvements to improve intersection levels of service through private development, capital improvements or public/private program, and City programs and operations:
 - 1) Signal Phasing Modifications. At the following traffic signals, provide right-turn arrows during signal phases when the right-turning vehicle would have a protected period to turn: (a) Highway 154/ Calle Real, (b) Highway 101 Northbound Off-Ramp/ State Street, (c) La Cumbre Road/ State Street, (d) Las Positas Road-San Roque Road/ State Street, (e) La Cumbre Road/ Calle Real, and (f) Las Positas Road/ Calle Real. (*Private development, City capital improvements, and/or public/private partnership*)
 - 2) Traffic Signal at McCaw/ Las Positas. Install a new traffic signal at McCaw/ Las Positas Road to improve residential circulation (see MMA concept design figure and description. (*Private development, City capital improvement, and/or public/private partnership*)
 - 3) Traffic Volume Monitoring. City program to conduct regular periodic traffic volume counts, to assist in coordinating traffic management with adjacent jurisdictions; identifying problems areas; assessing the effectiveness of physical improvements and operational changes to the road network; and reviewing development applications. (*City Program*)
 - 4) Intelligent Transportation System (ITS). The continuing use and refinement of ITS traffic control equipment and operations, such as electronic message signs, signal timing that adapts to traffic levels, and connection to the Caltrans regional monitoring system, assists in managing traffic flow and system efficiency. (*City Program*)

2. Mid-Block Congestion and Safety Improvements

- a. Summary Direction:** Reduce access points to Upper State Street that conflict with through travel.
- b. Improvement Measures:** As follows, amend Public Works Standards and Parking Design Guidelines; undertake a public/private program to improve access and parking; and install additional medians through private projects or City capital projects.
 - 1) Shared Driveway Access and Parking at Existing Development. City program to assist in identifying locations conducive to retrofitting existing access and parking areas, provide informational materials, and work with interested property owners and businesses to create shared access and parking facilities and operations. (*City Program*)
 - 2) Access Management Guidelines. Establish design guidelines for providing effective access management for new development that address lot frontages, driveway spacing, consolidated access, on-site circulation, driveway design (see Table 2 in Upper State Street Study Report). (*Public Works Standards and Parking Design Guidelines*)
 - 3) Driveway Spacing Guidelines. Establish driveway spacing guidelines to reduce the number of driveways, create more uniform spacing, minimize conflict points with through-traffic, and move driveways away from intersections (see Table 3 in Upper State Street Study Report). (*Public Works Standards and Parking Design Guidelines*)
 - 4) Additional Raised Medians. Additional raised medians would be beneficial to improving the flow of through traffic in the following identified locations: (a) Between Highway 101 Northbound Off-Ramp and La Cumbre Road, (b) Between Hitchcock Road and Ontare Road, and (c) Between Ontare Road and Toyon Drive (*reference MMA Concept Design Figures and Descriptions*). Utilize median designs that provide the least impact to the provision of emergency services. Design a new median at the location between Highway 101 and La Cumbre Road to reflect recognition of its location as a northern gateway to Santa Barbara. (*Private development, City capital improvements program, and/or public/private partnership*)

3. Pedestrian/ Bicycle Facility Improvements

- a. Summary Direction:** Improve pedestrian and bicycle facilities within the corridor, and increase connectivity between parcels, and between the commercial corridor and surrounding neighborhoods.
- b. Improvement Measures:** Implement streetscape improvements and pedestrian and bicycle connections through private projects or district, City or public/private program; amend *Access and Parking Design Guidelines* and *Upper State Street Area Design Guidelines* to incorporate pedestrian and bicycle guidelines; City operations program for sidewalk maintenance and bicycle hitching posts.
 - 1) Pedestrian/ Bike Route. Establish an alternate route south of State Street for pedestrians and cyclists to travel between the Five Points and MacKenzie Park areas, and for non-motorized access between neighborhoods now primarily connected by vehicle (See Figure 9 in Upper State Street Study). The route would largely use existing roadways and sidewalks, connecting a few gaps. Improvements would include sidewalks, creekside trail improvements, street crossings, signage, and the stoplight at McCaw and Las Positas Road. (*Private development, City capital improvement, and/or public/private partnership*)

- 2) Pedestrian Connections. Improve sidewalk connections along cross streets and establish more paseo connections through parcels to increase pedestrian connectivity throughout the corridor as parcels are redeveloped (see Figure 9 for locations for cross street sidewalk improvements, and blocks where new mid-block pedestrian paseos would improve connectivity. Establish long-term operation and maintenance agreements to assure paseos availability for public use. (*Private development, City capital improvements, and/or public/private partnerships*)
- 3) Relocate State Street/ Calle Palo Colorado Crosswalk. Relocate the existing north-south crosswalk from the west side of the intersection to the east side to address traffic and pedestrian safety and traffic flow (see MMA concept design figure and description). Improvements would include pedestrian refuge at the existing median; modified access ramps compliant with current American Disabilities Act (ADA0 standards; upgraded lighting, and signage. (*Private development, City capital improvement, and/or public/private partnership*)
- 4) Reconfigure State Street/ De la Vina Street Intersection. Modify the intersection to remove the present vehicle eastbound free-right turn, reconfigure it to more closely resemble a standard intersection, and provide signal control for all crosswalks, to address vehicle, pedestrian, and bicycle safety. (*City capital improvement process is underway for this improvement.*)
- 5) Traffic Signal at McCaw/ Las Positas. A traffic signal at this intersection would provide a controlled access point for MacKenzie Park, and if a future bicycle route were developed along McCaw avenue, the signal would provide a controlled access point for non-motorized traffic across Las Positas Road (see MMA concept design figure and description). (*Private development, City capital improvement, and/or public/private partnership*)
- 6) Streetscape Improvements. Streetscape improvements along Upper State Street, as identified in the Pedestrian Master Plan (and also discussed in section B.2 Urban Design above) would benefit pedestrian circulation and traffic safety, and include the following:
 - (a) *Sidewalk Expansion Program*. The new Pedestrian Master Plan standard for the pedestrian right-of-way is 12 feet from curb face to property line. This includes four feet of parkway or “furnishing zone” to provide space for plantings, light poles, news racks, and benches, and an eight-foot wide sidewalk or “through way”. The remaining building setback area or “frontage zone” is a buffer space between the sidewalk edge and building, and will vary in width depending on the type of land use and size of building. These standards will continue to apply as feasible as parcels redevelop, although many parcels on Upper State Street do not have the size and configuration to provide this amount of public right-of-way. (*Access and Parking Design Guidelines and Upper State Street Area Design Guidelines; Private development, City capital improvement, or public/private partnership*)
 - (b) *Sidewalk Obstructions Relocation Program*. This program would identify opportunities with adjacent property owners to relocate existing sidewalk obstructions off the sidewalks and into the frontage zone, such as benches, utility poles, equipment boxes, newspaper racks, street signs, street trees, and landscape walls. (*Design Guidelines; Private development, City program, or public/private partnership*)
 - (c) *Bicycle Hitching Post Program*. Bicycle hitching posts are installed within the public right-of-way adjacent to commercial building entrances under an ongoing City program to implement Bicycle Master Plan goals, with efforts to date focused on

Summary of Improvement Measures

Downtown but eventually to include Upper State Street. Where business entrances are set back away from the street, private bicycle parking is more appropriate and convenient. (*Design Guidelines; City Program, and/or private development*)

(d) *Pedestrian-Attractive Intersections/Crosswalks Program*. This program would reconstruct intersections and pedestrian crossings with materials to make the intersections more attractive. Also upgrade to current accessibility standards. (*Include reference in Design Standards; and City capital program, or private development or public/private partnership*)

(e) *Street Tree Enhancement Program*. Provide more street trees and/or landscaping within the parkway between the curb and sidewalk (furnishing zone) to provide a buffer for pedestrians per Pedestrian Master Plan standards. This would include removal and replacement of unhealthy or overgrown trees with species appropriate to the corridor setting, that is with slender trucks, reasonable shade canopies, and root systems that will limit the amount of sidewalk damage as the tree matures, and placement in tree grates. (*Design Standards; and Private development, City capital improvement, and/or public/private partnership*)

- 7) Crossing Timers Program. Install pedestrian countdown timers at Upper State Street intersections to provide additional information to pedestrians about remaining time to cross. Signal timing is set per traffic engineering standards (MUTCD). Consideration could be given to increasing pedestrian crossing time, however this would add to vehicle delay. (*Private development, City capital improvements, and/or public/private partnerships*)

4. Transit Facility Improvements

- a. **Summary Direction:** Improve transit facilities and service, and encourage increased ridership.
- b. **Improvement Measures:** Implement physical and operational improvements through private projects, City program, or public/private partnership.
 - 1) Increase Bus Service. For land development projects required to participate in transit funding, contribute to improved bus service rather than free bus passes. (*Private development, MTD/ City/ public/private partnerships*)
 - 2) Rider Information. Provide “real-time” rider information at bus kiosks about exactly when the next bus will arrive. (*MTD*)
 - 3) Extend Signal Time for Buses. Modify City traffic signals in coordination with MTD to recognize an approaching bus and extend the duration of a green signal to allow the bus through. This will extend the time for side street drivers waiting for the signal change, but will not impact vehicle progression on State Street. (Alternate operation in which traffic signals turn green when a bus approaches is not recommended and would severely impact vehicle congestion by disrupting vehicle progression between traffic signals.) (*City Program with MTD; funding through private development, MTD, City or public/private partnership*)
 - 4) Relocate Bus Stops. A program to work with MTD and property owners to relocate the bus stop westbound at the Century 21 building on the near side of traffic signals to the far side would benefit the flow of through traffic. Moving bus stops off sidewalks as opportunities arise would improve pedestrian circulation. (*City/MTD program; Design Guidelines; and private development, City, or public/private program*)

- 5) Additional Bus Turnout Pockets. A program to work with MTC and property owners to develop additional bus pockets would reduce lane changing to pass buses and improve through traffic. Identified locations are: (a) State/Ontare eastbound bus stop on south side of State Street, and (b) State/Toyon westbound on north side of State Street (see MMA concept designs and descriptions). Design bus pockets to provide adequate transition zones. (*City/MTD program and public/private partnership*)
- 6) Bus Pull-Out Right-of-Way. To facilitate buses in turn-out pockets merging back into traffic, pursue changes in State regulations to require motorists to yield to a merging bus. This would improve traffic flow and bus service on-time reliability. (*City/MTD program*)

5. Parking Improvements

- a. **Summary Direction:** Develop parking policies and management strategies that help reduce Upper State Street congestion.
- b. **Improvement Measures:** Amend S-D-2 Zone parking requirements; amend Upper State Street Area Design Guidelines to address parking design; undertake public/private parking efficiency program; continue ongoing City policies and programs on mixed use and parking demand reduction.
 - 1) Public/ Private Parking Efficiency Management Program. Work with employers and commercial businesses to improve the efficiency of parking management at existing development by measures such as the following: (a) *Shared Parking* by more than one user; (b) *Employee Parking Program* to use remote parking and reduce the need for employee parking with Transportation Demand Management incentives that support carpooling and use of alternative transportation; (c) *Parking Pricing* that provides for motorists to pay directly for using parking facilities and would tend to reduce parking demand; (d) *Signs and Circulation* to provide the most appropriate signage, access, and parking to show users where all parking is located, especially lesser-used parking to the side and rear of buildings; and (e) *Intelligent Transportation System (ITS)* measures for larger centers, such as real-time indicators showing available spaces in other parts of the lot. (*City program; public/private partnership*)
 - 2) Site Lay-Out for Parking. Provide guidance to assist in determining appropriate parking lay-out design for redevelopment, addressing factors including size and depth of lot, scenic view considerations on north and south side of the street, and proximity to connecting side streets and alleys. For surface parking, in general, parking at the rear of buildings can be more easily accessed from alleys and driveways on side streets and may reduce the number of driveways on State Street. Maximize underground parking to the benefit of creating attractive, high quality spaces above ground. (*Design Guidelines*)
 - 3) Parking Requirements. Review S-D-2 zone parking requirements for new development to identify any refinements that could assist in providing adequate parking without burdening the transportation corridor, including further study of the following: (a) *Parking Maximums* that limit the amount of parking capacity allowed at particular sites or areas to control the congestion impact on adjacent streets; (b) *Parking Pricing* that provides for motorists to pay for using parking facilities; and (c) *Restaurant Parking* requirements that limit restaurants in smaller commercial developments. (*S-D-2 Zone, Design Guidelines*)

- 4) Mixed Use Development Policies. Continue City policies supporting mixed residential/commercial development, and further study the following potential policy refinements that could reduce parking demand and also thereby benefit traffic levels along Upper State Street: (a) Parking Requirements for Residential to restrict parking to one space per unit or require that the price of parking be independent of the residential unit; (b) Car Share program providing automobile rental services intended to substitute for private vehicle ownership, making occasional use of a vehicle more affordable and providing incentive to minimize driving and use alternative modes. Program requires accessible location, affordable rates, convenient procedures, and reliable vehicles and availability. (*City, private development*)
- 5) Parking Demand Reduction Programs. Continue City and MTD citywide programs to increase use of alternative modes to vehicle travel, including walking, biking, and transit. (*City and MTD Programs, private development*)
- 6) Retain On-Street Parking. Retain the current on-street parking in the Upper State Street corridor, which provides a limited but needed parking supply. (*City program*)

6. Improvement Financing

Initiate a City outreach process and dialogue with Upper State Street area commercial property owners and businesses to discuss improvements financing and the possibility of forming a business improvement district.

D. LONGER-TERM IMPROVEMENTS

1. General Plan Update and Citywide Programs

- a. La Cumbre Plaza Specific Plan. Prepare an initial framework for a future La Cumbre Plaza Specific Plan for the eventual redevelopment of the site based on the analysis in the Upper State Street Study, including identification of applicable parcels, and issues to be addressed in the future specific plan (see Figure 10). Include consideration of a mixed commercial and residential village approach and possible public improvements such a transit center, open space/public park, pedestrian connections, east/west vehicle circulation connections, and parking structure. (*City program*)
- b. Land Uses and Density Standards. Reconsideration of land uses and residential density standards, including variable density and unit size, are community issues, and policies will be examined within a citywide context. (*General Plan Update*)
- c. Environmental Sustainability. Many of the near-term recommendations will result in more environmental sustainability, including improvements to transit, more pedestrian facilities, and increased landscaping. Sustainable approaches to development, including green buildings, transit-oriented development, air and water quality, natural resource protection, etc., are ongoing and evolving citywide issues, and policies will continue to be further examined. (*City programs and General Plan Update*)
- d. Affordable and Workforce Housing. Existing affordable and workforce housing requirements, i.e., the Inclusionary and Condominium Conversion ordinances, are currently addressed by City Housing Element policies and implementing ordinances and procedures, and policies will continue to receive reassessment and refinement. (*City Programs and General Plan Update*)

- e. Creek Improvement Programs. Implementing goals and priorities for watershed management aimed at improving the health and water quality of the creeks is part of the ongoing City *Watershed Action Plan* process underway. Creek improvement measures are also incorporated as part of the development review and permitting process, and policy updates will be examined further. (*City Programs and General Plan Update*)
- f. Development Impact Fee. A study is underway to examine possible city-side fees and other municipal funding options to mitigate the impact of new development on transportation, affordable housing, and open space. The study will review the experience of other jurisdictions; analyze alternative fee structures; and identify impact fee alternatives. (*City Program and General Plan Update*)

2. Traffic and Circulation Improvements

- a. Hope/State Intersection Eastbound Right-Turn Lane and Sidewalk. Over time, the volume of right-turning traffic from eastbound State Street to southbound Hope Avenue may increase and become a “critical movement” at the intersection. Adding a right-turn lane on eastbound State Street as part of future redevelopment of La Cumbre Plaza (see MMA concept design figure and description) would reduce the potential for rear-end accidents by eastbound traffic, improve visibility at the intersection to the west for northbound traffic, provide safer pedestrian conditions, and improve future intersection operations. (*Private development; City capital improvement or public/private partnership*)
- b. Two-Way Calle Real/ Junipero Bridge. Pursue an option to convert the one-way section of Calle Real between Las Positas and Treasure Drive back to two-way operations, which would reduce reliance on State Street as a parallel corridor to Highway 101 and provide more access options for local traffic (see MMA concept design for two-way Calle Real with a ramp modification and bridge/ramp structure at Junipero Street). The City is proceeding with an initial design study for this project. (*Private development, City capital improvement or public/private partnership*)
- c. Alternative East-West Routes. Pursue provision of alternative east-west and north-south routes as part of redevelopment as opportunities arise. See Summary Diagram of Longer-Term Future Improvements and MMA concept design for potential locations identified in the area of La Cumbre Plaza. (*Private development, City capital improvement or public/private partnership*)
- d. New Off-Street Pedestrian/ Bike Trail. Pursue establishment of a second new pedestrian path/bicycle trail extending between Hope Avenue and Las Positas Road south of State Street (beginning at La Rada Way and Hope Avenue intersection on the west) to provide non-motorized access between La Cumbre Plaza and MacKenzie Park. (See Summary Diagram of Longer-Term Future Improvements and MMA concept design and description.) The trail would be paved and provided with security lighting, would traverse both flat and sloped terrain, and would include both private properties and City-owned properties. Because the area is already developed, adding in a public trail would be require overcoming a number of constraints, including concerns about safety, security, liability, trash, noise, and night lighting near existing residential, recreational, and commercial properties. (*Private development, City capital improvement, or public/private partnership*)
- e. Parking Structures. Study the effects of constructing shared parking structures to assure adequate off-street parking for employees in the longer-term and promote more usable open space. (*City study; private development, City capital improvement, or public/private partnership*)

- f. Shuttles. The City and MTD would evaluate further over time whether a local shuttle-type service would be feasible to encourage non-auto trips within the Upper state Street commercial corridor and provide residents, shoppers, and employees the ability to get around the corridor efficiently at low cost. (*City/ MTD study*)
- g. Transit Center. The City and MTD would review ridership patterns to determine whether a more formal transit center should be developed. The La Cumbre Plaza site is identified as an appropriate location. (*City/MTD study*)
- h. Transit Lane. To address potential longer-range regional growth and Highway 101 traffic congestion, study the feasibility of augmenting and/or altering the right-of-way and streetscape on Upper State Street to establish a dedicated transit lane (one side or both sides of State Street). Removal of existing vehicle travel lanes to create a transit lane is not recommended.
- i. Traffic Analysis. Prepare a longer-range traffic analysis scenario (to the year 2030) that addresses larger regional and freeway issues and coordinates with SBCAG and adjacent jurisdictions as part of the General Plan update process.

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